Senate



General Assembly

File No. 268

January Session, 2015

Senate Bill No. 983

Senate, March 26, 2015

The Committee on Insurance and Real Estate reported through SEN. CRISCO of the 17th Dist., Chairperson of the Committee on the part of the Senate, that the bill ought to pass.

AN ACT CONCERNING THE INSURANCE DEPARTMENT'S FINANCIAL REGULATORY OVERSIGHT OF INSURANCE COMPANIES.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Subsection (e) of section 38a-14 of the general statutes is
- 2 repealed and the following is substituted in lieu thereof (Effective July
- 3 1, 2015):
- 4 (e) (1) Nothing contained in this section shall be construed to limit
- 5 the commissioner's authority to terminate or suspend any examination
- 6 in order to pursue legal or regulatory action pursuant to the insurance
- laws of this state. Findings of fact and conclusions made pursuant to
- 8 any examination shall be prima facie evidence in any legal or
- 9 regulatory action.
- 10 (2) Nothing contained in this section shall be construed to limit the
- 11 commissioner's authority in such legal or regulatory action to use and,
- 12 if appropriate, to make public any final or preliminary examination

report, any examiner or company workpapers or other documents, or any other information discovered or developed during the course of any examination.

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(3) Not later than sixty days following completion of the examination, the examiner in charge shall file, under oath, with the Insurance Department a verified written report of examination. Upon receipt of the verified report, the Insurance Department shall transmit the report to the entity examined, together with a notice that shall afford the entity examined a reasonable opportunity, not to exceed thirty days, to make a written submission or rebuttal with respect to any matters contained in the examination report. Not later than thirty days after the period allowed for the receipt of written submissions or rebuttals, the commissioner shall fully consider and review the report, together with any written submissions or rebuttals and any relevant portions of the examiner's workpapers and enter an order: (A) Adopting the examination report as filed or with modification or corrections. If the examination report reveals that the entity is operating in violation of any law, regulation or prior order of the commissioner, the commissioner may order the company to take any action the commissioner considers necessary and appropriate to cure such violation; (B) rejecting the examination report with directions to the examiners to reopen the examination for purposes of obtaining additional data, documentation or information, and refiling pursuant to this subdivision; or (C) calling for an investigatory hearing with not less than twenty days' notice to the company for purposes of obtaining additional documentation, data, information and testimony.

(4) (A) The commissioner shall transmit the examination report adopted pursuant to subparagraph (A) of subdivision (3) of this subsection or a summary thereof to the entity examined, together with any recommendations or written statements from the commissioner or the examiner. The secretary of the board of directors or similar governing body of the entity shall provide a copy of the report or summary to each director and shall certify to the commissioner, in writing, that a copy of the report or summary has been provided to

- 47 each director.
- 48 (B) Not later than one hundred twenty days after receiving the
- 49 report or summary, the chief executive officer or the chief financial
- officer of the entity examined shall present the report or summary to
- 51 the entity's board of directors or similar governing body at a regular or
- 52 <u>special meeting.</u>
- 53 Sec. 2. Subsection (e) of section 38a-53 of the general statutes is
- 54 repealed and the following is substituted in lieu thereof (Effective July
- 55 1, 2015):
- 56 (e) Any insurance company or health care center doing business in
- 57 this state that fails to file any report or statement required under this
- section shall pay a late filing fee of one hundred seventy-five dollars
- 59 per day for each day from the due date of such report or statement to
- 60 the date of filing. The commissioner may extend the due date of any
- 61 report or statement required under this section (1) if the insurance
- 62 company or health care center cannot file such report or statement
- 63 <u>because the governor of such company's or center's state of domicile</u>
- 64 has proclaimed a state of emergency in such state and such state of
- 65 emergency impairs the company's or center's ability to file the report
- or statement, (2) if the insurance regulatory official of the state of
- 67 <u>domicile of a foreign insurance company has permitted such company</u>
- 68 to file such report or statement late, or (3) for a domestic insurance
- 69 company or health care center, for good cause shown.
- Sec. 3. Section 38a-69a of the general statutes is repealed and the
- 71 following is substituted in lieu thereof (*Effective July 1, 2015*):
- 72 (a) All financial analyses, financial examination workpapers,
- 73 operating and financial condition reports concerning any insurance
- 74 company, fraternal benefit society or health care center prepared by or
- on behalf of or for the use of the Insurance Commissioner or the
- Insurance Department examiner, shall be confidential, [unless such
- 77 documents are otherwise a matter of public record, or the
- 78 commissioner, in the commissioner's opinion deems it in the public

interest to disclose or otherwise make available for public inspection the information contained in such documents] shall not be subject to subpoena and shall not be made public by the commissioner or any other person, except to the extent provided in subsection (c) of this section. The commissioner may grant access to such analyses, workpapers and reports to the National Association of Insurance Commissioners, provided it agrees, in writing, to hold such analyses, workpapers and reports confidential.

- supplemental compensation exhibit or stockholder information supplement in an annual report filed with the commissioner and prepared in accordance with the National Association of Insurance Commissioners Annual Instructions shall be confidential and shall not be available for public inspection if submitted by a nonprofit insurance company that has fewer than one hundred fifty employees. The provisions of this subsection shall not apply to information in such exhibit or supplement concerning such company's three most compensated officers.
- 97 (c) Nothing contained in this section shall prevent or be construed 98 as prohibiting the commissioner from disclosing the content of 99 financial analyses, financial examination workpapers or operating and 100 financial condition reports or any matter relating thereto, to the 101 Insurance Department of this or any other state or country, or to law 102 enforcement officials of this or any other state or to any agency of the 103 federal government at any time, so long as such department, official or 104 agency receiving the analyses, workpapers or reports or matters 105 relating thereto agrees, in writing, to hold such analyses, workpapers 106 or reports and matters relating thereto confidential.
- Sec. 4. Subparagraph (A) of subdivision (3) of subsection (e) of section 38a-85 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2015*):
- 110 (3) (A) (i) In the case of a single assuming insurer, the trust shall consist of a trusteed account with funds in an amount not less than the

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112 assuming insurer's liabilities attributable to reinsurance ceded by 113 domestic and foreign ceding insurers and, unless otherwise provided in subparagraph (A)(ii) of this subdivision, the assuming insurer shall 115 maintain a trusteed surplus of not less than twenty million dollars.

- (ii) (I) The insurance regulatory official with principal oversight of the trust may authorize a reduction in the required trusteed surplus.
- 118 [(ii)] (II) For a trust over which the commissioner has principal 119 regulatory oversight, at any time after the assuming insurer has 120 permanently discontinued for at least three full years underwriting 121 new business secured by the trust, the commissioner may authorize a 122 reduction in the required trusteed surplus. Such reduction shall be 123 made only after the commissioner finds, based on a risk assessment, 124 that the reduced surplus level is adequate to protect domestic and 125 foreign policyholders and ceding insurers and claimants in light of 126 reasonably foreseeable adverse loss development. The risk assessment 127 may involve an actuarial review, including an independent analysis of 128 reserves and cash flows, and shall consider all material risk factors, 129 including, when applicable, the lines of business involved, the stability 130 of the incurred loss estimates and the effect of the surplus 131 requirements on the assuming insurer's liquidity or solvency. The 132 minimum required surplus shall not be reduced to an amount less 133 than thirty per cent of the assuming insurer's liabilities attributable to 134 reinsurance ceded by domestic and foreign ceding insurers covered by 135 the trust.
- 136 Sec. 5. Subdivision (3) of subsection (b) of section 38a-129 of the 137 general statutes is repealed and the following is substituted in lieu 138 thereof (Effective July 1, 2015):
 - (3) "Control", "controlled by" or "under common control with" has the same meaning as provided in section 38a-1; [. Control shall be presumed to exist if any person, directly or indirectly, owns, controls, holds with the power to vote, or holds proxies representing, ten per cent or more of the voting securities of any other person. This presumption may be rebutted by a showing that control does not exist

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in fact. The commissioner may determine, after furnishing all persons

- in interest notice and opportunity to be heard and making specific
- 147 findings of fact to support the determination, that control exists in fact,
- notwithstanding the absence of a presumption to that effect;
- Sec. 6. (NEW) (Effective July 1, 2015) (a) For the purposes of sections
- 150 38a-129 to 38a-140, inclusive, of the general statutes, as amended by
- this act, control shall be presumed to exist if any person, directly or
- indirectly, owns, controls, holds with the power to vote, or holds
- proxies representing, ten per cent or more of the voting securities of
- any other person. This presumption may be rebutted by a showing
- that control does not exist in fact.
- (b) The commissioner may determine, after furnishing all persons in
- interest notice and opportunity to be heard, that a person, directly or
- 158 indirectly, alone or pursuant to an oral or a written agreement,
- 159 arrangement or understanding with one or more other persons,
- 160 exercises such influence over the management or policies of an
- insurance company that it is necessary or in the public interest for the
- 162 protection of such company's policyholders that such person or
- persons be deemed to control such company. The commissioner shall
- make specific findings of fact to support the determination that control
- exists in fact, notwithstanding the absence of a presumption to that
- 166 effect.
- Sec. 7. Subparagraph (A) of subdivision (2) of subsection (a) of
- section 38a-130 of the general statutes is repealed and the following is
- substituted in lieu thereof (*Effective July 1, 2015*):
- 170 (2) (A) (i) No person shall enter into an agreement, arrangement or
- 171 <u>understanding, whether written or oral,</u> to merge with or otherwise
- acquire control of a domestic insurance company or any corporation
- 173 controlling a domestic insurance company unless, at the time any form
- 174 of initial offer, request or invitation is made or the agreement,
- 175 arrangement or understanding is entered into, or prior to the
- acquisition of such securities or proxies if no offer, [or] agreement,
- arrangement or understanding is involved, such person has filed with

the commissioner and has sent to such insurance company a statement containing the information required by subsection (b) of this section and such offer, request, invitation, agreement, arrangement, understanding or acquisition has been approved by the commissioner in the manner hereinafter prescribed.

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- (ii) If any offer, request, invitation, agreement or acquisition is proposed to be made by means of a registration statement under the Securities Act of 1933 or in circumstances requiring the disclosure of similar information under the Securities Exchange Act of 1934, the person required to file the statement under subparagraph (A)(i) of this subdivision may utilize the registration statement or such documents furnishing the similar information to provide the information required by subsection (b) of this section, to the extent that the registration statement or such documents contains such information.
- Sec. 8. Subdivision (1) of subsection (b) of section 38a-136 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2015*):
 - (b) (1) The following transactions involving a domestic insurance company and any person in its holding company system, including amendments to or modifications of affiliate agreements previously filed pursuant to this section and that are subject to any materiality standards specified in subparagraphs (A) to (G), inclusive, of this subdivision, may not be entered into unless the insurance company has notified the commissioner in writing of its intention to enter into such transaction at least thirty days prior thereto, or such shorter period as the commissioner may permit, and the commissioner has approved or not disapproved it within such period. The written notice for such amendments or modifications shall specify the reasons for the change and the financial impact on the domestic insurance company. Not later than thirty days after the termination of a previously filed agreement, the domestic insurance company shall notify the commissioner of such termination for the commissioner's determination of what written notice or filing shall be required, if any:

(A) Sales, purchases, exchanges, loans or extensions of credit, or investments, provided such transactions are equal to or exceed: (i) With respect to nonlife insurance companies, the lesser of three per cent of the insurance company's admitted assets or twenty-five per cent of surplus; or (ii) with respect to life insurance companies, three per cent of the insurance company's admitted assets; each as of the thirty-first day of December next preceding;

- (B) Loans or extensions of credit to any person who is not an affiliate, where the insurance company makes such loans or extensions of credit with the agreement or understanding that the proceeds of such transactions, in whole or in substantial part, are to be used to make loans or extensions of credit to, to purchase assets of, or to make investments in, any affiliate of the insurance company making such loans or extensions of credit, provided such transactions are equal to or exceed: (i) With respect to nonlife insurance companies, the lesser of three per cent of the insurance company's admitted assets or twenty-five per cent of the insurance company's admitted assets; each as of the thirty-first day of December next preceding;
- (C) Reinsurance agreements or modifications thereto, including (i) all reinsurance pooling agreements, and (ii) agreements in which the reinsurance premium or a change in the insurance company's liabilities, or the projected reinsurance premium or a projected change in the insurance company's liabilities in any of the next three years, equals or exceeds five per cent of the insurance company's surplus, as of the thirty-first day of December next preceding, including those agreements that may require as consideration the transfer of assets from an insurance company to a nonaffiliate, if an agreement or understanding exists between the insurance company and nonaffiliate that any portion of such assets will be transferred to one or more affiliates of the insurance company;
- (D) All management agreements, service contracts, tax allocation agreements and cost-sharing arrangements;

(E) Guarantees by a domestic insurance company, except that a guarantee that is (i) quantifiable as to amount, and (ii) does not exceed the lesser of one-half of one per cent of the insurance company's admitted assets or ten per cent of surplus with regard to policyholders, as of the thirty-first day of December next preceding, shall not be subject to the notice requirement of this subsection;

- (F) Direct or indirect acquisitions or investments in a person that controls the domestic insurance company or in an affiliate of the insurance company in an amount that, together with the insurance company's present holdings in such investments, exceeds two and one-half per cent of the insurance company's surplus with regard to policyholders. This subsection shall not apply to direct or indirect acquisitions of or investments in (i) subsidiaries acquired pursuant to section 38a-102d or authorized pursuant to any section of this title other than sections 38a-129 to 38a-140, inclusive, as amended by this act, or (ii) nonsubsidiary affiliates that are subject to the provisions of sections 38a-129 to 38a-140, inclusive, as amended by this act; and
- (G) Any material transactions, specified by regulation, that the commissioner determines may adversely affect the interests of the insurance company's policyholders.
- Sec. 9. Section 38a-188 of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2015*):

Each health care center governed by sections 38a-175 to 38a-192, inclusive, shall be exempt from the provisions of the general statutes relating to insurance in the conduct of its operations under said sections and in such other activities as do constitute the business of insurance, unless expressly included therein, and except for the following: Sections 38a-11, 38a-14a, 38a-17, 38a-51, 38a-52, 38a-56, 38a-57, 38a-129 to 38a-140, inclusive, as amended by this act, 38a-147 and 38a-815 to 38a-819, inclusive, provided a health care center shall not be deemed in violation of sections 38a-815 to 38a-819, inclusive, solely by virtue of such center selectively contracting with certain providers in one or more specialties, and sections 38a-80, 38a-492b, 38a-518b, 38a-

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543, 38a-702j, 38a-703 to 38a-718, inclusive, 38a-731 to 38a-735, inclusive, 38a-741 to 38a-745, inclusive, 38a-769, 38a-770, 38a-772 to 38a-776, inclusive, 38a-786, 38a-790, 38a-792 and 38a-794, provided a health care center organized as a nonprofit, nonstock corporation shall be exempt from sections 38a-146, 38a-702j, 38a-703 to 38a-718, inclusive, 38a-731 to 38a-735, inclusive, 38a-741 to 38a-745, inclusive, 38a-769, 38a-770, 38a-772 to 38a-776, inclusive, 38a-786, 38a-790, 38a-792 and 38a-794. If a health care center is operated as a line of business, the foregoing provisions shall, where possible, be applied only to that line of business and not to the organization as a whole. The commissioner may adopt regulations, in accordance with chapter 54, stating the circumstances under which the resources of a person which controls a health care center, or operates a health care center as a line of business will be considered in evaluating the financial condition of a health care center. Such regulations, if adopted, shall require as a condition to the consideration of the resources of such person [which] that controls a health care center, or operates a health care center as a line of business to provide satisfactory assurances to the commissioner that such person will assume the financial obligations of the health care center. During the period prior to the effective date of regulations issued under this section, the commissioner shall, upon request, consider the resources of a person [which] that controls a health care center, or operates a health care center as a line of business, if the commissioner receives satisfactory assurances from such person that it will assume the financial obligations of the health care center and determines that such person meets such other requirements as the commissioner determines are necessary. A health care center organized as a nonprofit, nonstock corporation shall be exempt from the sales and use tax and all property of each such corporation shall be exempt from state, district and municipal taxes. Each corporation governed by sections 38a-175 to 38a-192, inclusive, shall be subject to the provisions of sections 38a-903 to 38a-961, inclusive. Nothing in this section shall be construed to override contractual and delivery system arrangements governing a health care center's provider relationships.

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This act shall take effect as follows and shall amend the following		
sections:		
Section 1	July 1, 2015	38a-14(e)
Sec. 2	July 1, 2015	38a-53(e)
Sec. 3	July 1, 2015	38a-69a
Sec. 4	July 1, 2015	38a-85(e)(3)(A)
Sec. 5	July 1, 2015	38a-129(b)(3)
Sec. 6	July 1, 2015	New section
Sec. 7	July 1, 2015	38a-130(a)(2)(A)
Sec. 8	July 1, 2015	38a-136(b)(1)
Sec. 9	July 1, 2015	38a-188(a)

INS Joint Favorable

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact: None

Municipal Impact: None

Explanation

The bill clarifies and strengthens certain provisions of the Department of Insurance's regulatory oversight authority. There is no fiscal impact.

The Out Years

State Impact: None

Municipal Impact: None

OLR Bill Analysis SB 983

AN ACT CONCERNING THE INSURANCE DEPARTMENT'S FINANCIAL REGULATORY OVERSIGHT OF INSURANCE COMPANIES.

SUMMARY:

This bill makes several changes in the insurance statutes. It:

- 1. requires the (a) insurance commissioner to give the board of directors of an insurer, HMO, or similar entity, a final financial examination report following the completion of an examination and (b) directors to review the report;
- 2. allows the commissioner to extend the due date for insurers and HMOs to file their quarterly and annual financial statements under certain circumstances;
- 3. prohibits anyone from making public confidential examination workpapers and related information, but allows the commissioner to disclose the information to other insurance regulatory officials, law enforcement officials, and government agencies that agree to keep it confidential;
- 4. amends the statute that allows credit for reinsurance to specify that the insurance regulatory official with principal oversight of a reinsurer's required trust may authorize a reduction in the required trusteed surplus;
- 5. specifies who the commissioner may determine to be in control of an insurance company under the holding company statutes;
- 6. expands the types of material transactions that a member company of a holding company system can enter into only with

the commissioner's approval; and

7. explicitly allows the commissioner to order an HMO to turn over books and records necessary for her to conduct a financial examination of the company, which she is authorized by law to conduct, and requires the HMO to pay for any such examination (§ 9).

EFFECTIVE DATE: July 1, 2015

§1 - FINANCIAL EXAMINATION REPORTS

The bill establishes requirements concerning final financial examination reports. By law, the insurance commissioner may conduct financial examinations of insurers, HMOs, and similar entities doing business in Connecticut. Existing law sets a timeframe for (1) distributing draft reports to examined entities, (2) entities to reply, and (3) the commissioner to prepare and adopt a final report.

The bill requires the commissioner to provide the final, adopted examination report or a summary of it to the examined entity, along with any of her or the examiner's recommendations or written statements. It requires the entity's board of director's secretary to give a copy to each director and certify to the commissioner in writing that this has occurred.

The bill also requires the examined entity's chief executive officer or chief financial officer, within 120 days after receiving the report or summary, to present it to the board of directors at a regular or special meeting.

§ 2 – DUE DATE FOR FINANCIAL STATEMENTS

The bill allows the commissioner to extend the due date for the quarterly and annual financial statements insurers and HMOs must file with the commissioner. By law, if an entity files a statement after its due date, the commissioner fines it \$175 for every day it is late.

The bill allows the commissioner to extend a statement's due date

(thus postponing or waiving the late fees):

1. if the entity cannot file the statement because the governor of its home state proclaimed a state of emergency that prevents the entity from filing it,

- 2. if the entity's home state insurance regulatory official has allowed the entity to file it late, or
- 3. for a domestic entity for good cause shown.

§ 3 – FINANCIAL EXAMINATION WORKPAPER CONFIDENTIALITY

The bill strengthens the confidentiality provisions relating to financial examination workpapers, financial analyses, and operating and financial condition reports concerning an insurer, HMO, or fraternal benefit society. Under current law, these items are confidential unless (1) otherwise a matter of public record or (2) the commissioner deems it in the public interest to make them publicly available.

The bill instead makes these items confidential and not subject to subpoena. It prohibits anyone, including the commissioner, from making the items public, but allows her to give the National Association of Insurance Commissioners (NAIC) access to them, if the NAIC agrees in writing to keep them confidential.

The bill also allows the commissioner to share the items, their content, or any matter relating to them, with insurance regulatory officials, law enforcement officials, and government agencies, if the recipient agrees in writing to keep the information confidential.

§ 4 – AUTHORIZING REDUCTIONS IN TRUSTEED ACCOUNTS

The law specifies an accounting procedure for insurers transferring all or part of their insurance or reinsurance risk written to another insurer or reinsurer. Under this statutory procedure, the ceding insurer may treat amounts due from reinsurers as assets or reductions from liability based on the reinsurer's status. By law, a credit for reinsurance

is allowed when the reinsurer maintains a trust in a qualified U. S. financial institution. In the case of a single reinsurer, the trust must cover at least the reinsurer's U. S. reinsurance liabilities and a surplus of at least \$20 million; but the commissioner may, in certain circumstances, reduce the surplus amount for a trust over which she has principal regulatory oversight.

The bill specifies that whoever the insurance regulatory official with principal oversight of a trust is, he or she may authorize a reduction in the trusteed surplus.

§§ 5 - 7 – DETERMINING CONTROL OF A COMPANY

The bill expands the grounds under which the commissioner may find that a person has control over an insurance company.

The law grants the commissioner the authority to (1) supervise the activities of insurance companies doing business in Connecticut that are affiliated with an insurance holding company system (a group of affiliated companies), (2) review the acquisition of control over the management of domestic insurance companies, and (3) provide standards for the supervision and review.

By law, "control" generally means having, directly or indirectly, the power to direct the management of a company. Control is presumed to exist when a person, directly or indirectly, owns, controls, holds with the power to vote, or holds proxies representing, 10% or more of the voting securities of another. This presumption may be rebutted by a showing that control does not in fact exist.

Under current law, the commissioner may determine, after giving interested people notice and an opportunity to be heard, that control does in fact exist. The bill specifies she may determine that a person, directly or indirectly, alone or under an oral or written agreement, arrangement, or understanding with one or more people, exercises such influence over the management or policies of an insurance company that it is necessary or in the public's interest and for protection of the company's policyholders that the person be deemed

to be in control of the company.

By law, no one may enter into an agreement to merge or take control of a domestic insurer unless certain conditions are met, including receiving the commissioner's approval. The bill also prohibits entering arrangements or understandings to merge or take control unless the same conditions are met.

§ 8 – HOLDING COMPANY MATERIAL TRANSACTIONS

The law specifies requirements for transactions within an insurance holding company system. Certain specified material transactions may not be entered into without the commissioner's approval, including reinsurance agreements, management agreements, service contracts, and cost-sharing arrangements. The bill also requires that tax allocation agreements be submitted for the commissioner's approval.

With respect to reinsurance agreements, the law requires all reinsurance agreements or modifications to be submitted to the commissioner for approval, including those in which the reinsurance premiums or change in the insurance company's liabilities equals or exceeds 5% of the company's surplus. The bill expands this to include any agreements in which the projected reinsurance premium or projected change in the company's liabilities in any of the next three years equals or exceeds 5% of the company's surplus.

COMMITTEE ACTION

Insurance and Real Estate Committee

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Joint Favorable
Yea 19 Nay 0 (03/10/2015)
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